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C O N F I D E N T I A L SECTION 1 OF 2 USNATO 3936

E.O. 11652: GDS

TAGS: MPOL, NATO, DPC

SUBJECT: NATO DEFENSE PLANNING AND RATIONALIZATION

REF: A. STATE 164177

B. STATE 167410

C. USNATO 3261

D. USNATO 3542

SUMMARY: THIS MESSAGE RESPONDS TO WASHINGTON PROPOSALS (REF A AND B) FOR NATO DEFENSE PLANNING ACTIVITIES THAT SUPPORT GREATER EMPHASIS ON IMPROVING NATO DEFENSE THROUGH RATIONALIZATION AND STANDARDIZATION AS WELL AS OTHER FOLLOW-UP ACTIONS TO 1975 MINISTERIAL GUIDANCE (COMMENT ON OTHER ITEMS WILL FOLLOW SEPTELS). IN OUR VIEW, FORTHCOMING REVIEW OF NATIONAL FORCE PLANS CAN SATISFY WASHINGTON OBJECTIVES FOR FALL, 1975. HOWEVER, NATO'S OVERALL DEFENSE PLANNING MECHANISM IS PROCEDURALLY AND STRUCTURALLY INADEQUATE TO ACCELERATE ACTION ON NATO'S LONGER TERM CONFIDENTIAL

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"COOPERATIVE TASK." WE BELIEVE AN EXPANDED, REGIONALLY ORIENTED SPRING REVIEW WOULD PROVIDE AN IMPORTANT STEP TOWARD CORRECTING THAT INADEQUACY. GUIDANCE REQUESTED: SINCE EXECUTIVE WORKING GROUP (EWG) WILL DISCUSS FUTURE SPRING REVIEWS DURING JULY 31

MEETING, WE WOULD APPRECIATE WASHINGTON PRELIMINARY VIEWS PRIOR TO COB, JULY 29. END SUMMARY.

1. FALL REVIEW OF NATIONAL FORCE PLANS (REF A, PARA 3; REF B, PARA 5).

IN OUR VIEW, WASHINGTON-PROPOSED SCOPE AND CONTENT FOR FALL REVIEW REFLECTS MAJOR THRUST OF 1975 MINISTERIAL GUIDANCE AND REALISTIC ESTIMATE OF WHAT PRESENT FALL REVIEW PROCEDURES CAN ACCOMPLISH. DURING EARLY MEETING OF DEFENSE REVIEW COMMITTEE (DRC) THIS FALL, WE WILL ASK THAT INTERNATIONAL STAFF (IS) INCLUDE WASHINGTON-PROPOSED ITEMS IN 1975 GENERAL REPORT TO MINISTERS AND WILL RECOMMEND THAT ASYG HUMPHREYS BRIEF PERMREPS ON RESULTS OF FALL REVIEW. WE EXPECT FAVORABLE IS RESPONSES ON BOTH COUNTS. REGARDING BASIC ISSUES, WE BELIEVE REVISED 1975 DEFENSE PLANNING QUESTIONNAIRE WILL FACILITATE A MORE EFFECTIVE "STOCK-TAKINGZ OF PROGRESS; WE WILL CONTINUE TO PRESS FOR COMPLETION OF ACTION PROGRAM ON WAR RESERVE STOCKS, WHICH MINISTERS ENDORSED IN THE 1973 BASIC ISSUES REPORT.

2. RATIONALIZATION (REF A, PARAS 1, W, AND 4).

WE AGREE WITH NEED FOR INCREASED EMPHASIS BY NATO FORCE PLANNING SYSTEM ON RATIONALIZATION/COOPERATION MEASURES AND EXPECT THAT NATO MILITARY AUTHORITIES (NMAS) WILL ATTEMPT TO MEET 1975 MINISTERIAL GUIDANCE CALL FOR SPECIFIC INITIATIVES IN THEIR FORTHCOMING 1977-82 FORCE PROPOSALS. HOWEVER, DRC WILL NOT CONSIDER THESE FORCE PROPOSALS UNTIL NEXT SPRING. THIS FALL'S MULTILATERAL REVIEWS OFFER AN EARLIER OPPORTUNITY TO FOLLOW UP ON 1975 MINISTERIAL GUIDANCE CALL FOR IMPROVED RATIONALIZATION/COOPERATION. WE DO NOT BELIEVE THAT INSUFFICIENT EMPHASIS ON RATIONALIZATION/COOPERATION IN 1975-80 FORCE GOALS, WHICH WERE GENESIS OF NATIONAL PLANS THAT WILL UNDERGO REVIEW THIS FALL, SHOULD DETER MULTILATERAL REVIEW EMPHASIS ON NEED FOR IMPROVEMENTS IN THESE AREAS. WE THEREFORE PROPOSE, DURING MULTILATERAL REVIEWS, TO ASK ALLIES WHAT COOPERATIVE MEASURES THEY HAVE TAKEN OR PLAN TO TAKE IN SUPPORT OF RATIONALIZATION, STANDARDIZATION/CONFIDENTIAL

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COOPERATIVE RESEARCH AND DEVELOPMENT, AND FLEXIBILITY PROPOSALS, WHICH HAVE BEEN ADVANCED BY CNAD, LOGISTICS ORGANIZATIONS, EWG, ETC., AS WELL AS NMAS.

3. SPRING DEFENSE REVIEW (REF A, PARA 9; REF B, PARA 5).

A. WE SUPPORT WASHINGTON'S PROPOSAL FOR AN ANNUAL SPRING REVIEW OF NATO SUPPORTING PROGRAMS THAT WOULD COMPLEMENT A FALL REVIEW OF NATIONAL FORCE AND SUPPORTING PROGRAMS. HOWEVER, WE DO NOT BELIEVE THAT THESE TWO REVIEWS WOULD PERMIT AN ADEQUATE MONITORING OF EXPANDED 1975 MINISTERIAL GUIDANCE, PARTICULARLY ITS EXPLICIT CALL FOR IMPROVED COOPERATION AMONG NATIONAL FORCES. AS SECRETARY SCHLESINGER EMPHASIZED DURING THE MAY MINISTERIAL

MEETING, NATO NEEDS NEW INSTITUTIONS CAPABLE OF CONSIDERING DESIRABLE FORCE STRUCTURES SUFFICIENTLY IN ADVANCE TO IDENTIFY PROPOER OBJECTIVES FOR INITIATIVES IN STANDARDIZATION AND OTHER RATIOALIZATION MEASURES.

B. IN OUR VIEW, NATO'S "COOPERATIVE TASK" WOULD BENEFIT FROM AN EXPANDED SPRING REVIEW, SUFFICIENTLY BROAD TO COVER BOTH COOPERATIVE PROGRAMS (RATIONALIZATION, STANDARIDZATION, FLEXIBILITY, INTEROPERABILITY, ETC.) AND NATO SUPPORTING PROGRAMS. UNLIKE THE EXISTING FALL REVIEW, WHICH TENDS TO EMPHASIZE "COUNTRY-BY-COUNTRY" PROGRESS TOWARD MEETING QUANTITATIVE FORCE GOALS, OUR PROPOSED SPRING REVIEW WOULD BRING TOGETHER SENIOR NATIONAL AND NATO MILITARY AUTHORITIES FROM PARTICULAR REGIONS TO EXPLAIN OR JUSTIFY THE COOPERATIVE MEASURES THAY HAVE TAKEN OR INTEND TO TAKE TO IMPROVE COMPATIBILITY AND EFFECTIVENESS AMONG NATIONAL FORCE STRUCTURES. SUCH REGIONALLY ORIENTED REVIEWS COULD DEVELOP NEW INITIATIVES AND DRAW FROM NMA-DEVELOPED DORCE PROPOSALS, WHICH REFLECT COOPERATIVE BIAS, AS WELL AS SIMILAR INTITIATIVES FROM ON GOING CCNAD, LOGISTICS ORGANIZATIONS, EXECUTIVE WORKING GROUP, INFRASTRUCTURE COMMITTEE, ETC. DELIBERATIONS. WE WOULD ENVISAGE NATIONAL COMMITMENTS TO IMPLEMENT THESE INTITIATIVES AND FOLLOW-UP REVIEWS PROCEDURALLY SIMILAR TO WHAT OCCURS IN THE EXISTING NATO FORCE PLANNING CYCLE. THESE ACTIVITIES WOULD NOT REPEAT NOT PREJUDICE POSSIBLE CREATION BY THE NORTH ATLANTIC COUNCIL (NAC) FOR A "NATO STANDARDIZATION AGENCY", WHICH WOULD INCLUDE FRENCH PARTICIPATION, TO SERVE AS "CLEARING HOUSE" FOR BALANCING TWO-WAY STREET OBJECTIVES OF STANDARDIZATION, FOR ENCOURAGING ALLIES TO RESTRCUTURE AND RATIONALIZE DEFENSE INDUSTRIES, ETC.

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C. AN EXPANDED SPRING REVIEW OF COOPERATIVE AND NATO SUPPORTING PROGRAMS WOULD REQUIRE CONCERTED PARTICIPATION BY THE IS DIVISIONS OF DEFENSE PLANNING (ASYG HUMPHREYS) AND DEFENSE SUPPORT (ASYG TUCKER), BY NMAS, AND BY NATIONAL AUTHROTHIES. ALTHOUGH ALLIED DRC REPS HAVE THUS FAR SHOWN VERY LITTLE INTEREST IN EXPANDED APPROACH TO SPRING REVIEW (REFS C AND D), INFORMAL CONVERSATIONS WITH HUMPHREYS AND TUCKER INDICATE THEY RECOGNIZE NEED FOR NEW INITIATIVES, AS WELL AS IMPROVEMENTS IN THEIR OWN RECIPRICAL WORKING RELATIONSHIP, TO MEET NATO'S "COOPERATIVE TASK." SUBJECT TO WASHINGTON APPROVAL IN PRINCIPLE OF EXPANDED SPRING REVIEW, WE WOULD PROPOSE THAT HUMPHREYS AND TUCKER JOINTLY DEVELOP TERMS OF REFERENCE FOR DETAILED CONSIDERATION BY EWG REVIEW BY NMA'S, AND SUBSEQUENT APPROVAL BY DPC OR NAC.

6. REGIONAL DEFENSE PLANNING (REF A, PARA 10; REF B, PARA 5).

WE SUPPORT WASHINGTON'S DESURE FOR INCREASED COORDINATION BETWEEN ALLIEES AND THEIR RESPECTVE REGIONAL COMMANDERS THROUGH-
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OUT THE FORMULATION, IMPLEMENTATION, AND REVIEW PHASES OF THE NATO FORCE PLANNING CYCLE. WE EMPHASIZED THIS COORDINATION DURING DRC DISCUSSIONS OF 1975 MISNISTERIAL GUIDANCE, AND USDELMC INTENDS TO ENCOURAGE FURTHER SUCH COORDINATION DURING AD REVIEW OF MNC FORCE PROPOSALS THIS FALL. WHILE ADVANCING INCREASED REGIONAL DEFENSE PLANNING IN FORTHCOMING DRC SESSIONS, WE WILL SEEK ALLIED REACTIONS TO ANNUAL DPC PERMREPS VISITS TO MAJOR REGIONAL MILITARY HEADQUARTERS.

7. CONCLUSION.

WE BELIEVE THE ABOVE-DESCRIBED PROPOSALS FOR ANNUAL SPRING REVIEWS, BY REGION, AND INCREASED EMPHASIS ON MEASURES DESIGNED TO RATIONALIZE REGIONAL FORCE STRUCTURES DURING THE FALL MULTI-LATERAL REVIES WOULD ACCELERATE ACTION ON NATO'S "COOPERATIVE TASK" AND PROVIDE STRONGEST PRACTICAL ENCOURAGEMENT FOR REGIONAL NATIONS AND REGIONAL COMMANDERS TO WORK TOGETHER MORE CLOSELY.
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